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ABSTRACT

The collegial ideal of shared authority is needed as community colleges move into the 1990s. The impact of the Rodda Act of 1976, which introduced collective bargaining into California schools and colleges, has been significant and has changed the form and substance of collegiality to include willingness to change one's position, to seek consensus, to be open to compromise in all areas of academic life, from curriculum planning to budget and hiring. As community colleges move farther away from the secondary education model, the role of faculty must be enhanced. Continuing governance in a "business as usual" fashion with a minority of teacher activists participating in governance by means of collective bargaining will result in a strong adversarial presence in management-faculty relations and little institutional loyality among teachers. This situation could deteriorate further if academic senates and faculty committees fail to play a significant role in governance. By far the best scenario would involve faculty participation in a full range of organizational processes, and a shift in the locus of the teachers' role from the periphery to the centers of decision making and policy formation. Faculty and administrators both agree that unless collegiality becomes a part of the colleges' operational mode, the institutions would never succeed in carrying out their mission in a productive efficient manner. While these groups may differ in their recommendations concerning how collegiality can be fostered and how administrator-faculty relations can be rebuilt, both acknowledge the importance of taking the first steps toward the goal of shared authority. Appendices contain a list of 25 suggestions for the renewal of collegiality. (LAL)

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COLLEGIALITY AND THE CALIFORNIA COMMUNITY COLLEGES

By

Randi Slaughter and Laurent R. Broussal

Nineteen eighty-six marks the tenth anniversary of California's School Employee/Employer Relations Act (Rodda) - collective bargaining for California schools and colleges. This is also the year that the California State Master Plan Commission has decreed an increased role of faculty in the governance of California's community colleges. In fact, so strong are the Commission's recommendations that this has been referred to as the "year of the faculty."

The impact of the Rodda Act has been significant and its benefits manifold since its implementation; however, one of its side effects has been a dramatic change in the form and substance of collegiality. Some have seen this change as a decline in the collegial relationship itself and now question the possibility of true shared governance .

But exactly what is collegiality and what do we need it to be as we move into the 1990s?

Historically, colleges were teaching cooperatives in which the instructors were the governors. As the institutions grew, so did their need for governance, which was first (in medieval times) taken over by a representative academic senate; finally, in the last century, this need was filled by full time

administrators.[1] Today what remains of this early cooperative collegium is the rather amorphous term collegiality.

Add to this the fact that in the community colleges, this history of cooperative effort is weakened because of our evolutionary relationships with a system of secondary education which placed almost total power in the hands of administration, and one immediately perceives an inherent duality which often makes it impossible to agree on exactly what collegiality is in the community college context.

Collegiality is not simply consultation, which, as the California State University Academic Senate notes, only suggests a willingness to listen to contrary opinions. Collegiality, they wisely point out, also requires a "willingness to change one's position, to seek consensus, to be open to compromise" in all areas of academic life, from curriculum and planning to budget and hiring.[2] Understanding this, why is it so difficult to implement true collegiality in a community college environment? Is it the fault of administration that does not want to give up power? Has administration become a managerial class which really only wants to go through the motions of shared governance with no real intent of sharing power? Or does the difficulty lie with faculty? Have they become too individualistic and isolated in their classrooms, refusing to deal with the larger issues of governance? Moreover, are faculty inherently distrustful and critical of any relationship with administration? Perhaps the loss of collegiality is the fault of collective bargaining, which by its very nature sets up an adversarial relationship between faculty and administrators. Or maybe it is simply a fault of the times.

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[1] Leon P. Baradat. "Collegiality and the Academic Senate," a position paper of Californa State Academic Senate, 1980, p. 1.

[2] "Collegiality in the California State University System," a report of the Academic Senate, CSU, 1986, p. 12.

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Tightening budgets, declining or even stable enrollments and caps, and the increased governmental demand for more supervision and accountability do not promote collegial efforts. Unfortunately, like collegiality itself, the responsibility for its loss must be collective.

Dual roles as employers and employees, and as colleagues, cause a kind of cognitive dissonance when these roles are not separated. What is needed is an informed, involved faculty to look beyond the walls of the classroom, and an innovative, secure corps of academic administrators who do not simply view themselves as professional managers. In addition, a collective bargaining agent working in close cooperation with the academic senate in the gray area of "consulting" is essential to forstall a power struggle in which faculty - and the institution of which it is the heart - can only come out the loser. Ideally, the relationship between the collective bargaining agent, the academic senate, and the administration should be an equalateral triangle in which the dynamic tension ensures that if one gains power, all gain power. As State Academic Senate President Mark Edelstein has noted, authority as related to collegiality is not a zero-sum game.

Collegiality, then, is not inherently incompatible with collective bargaining. Rather, the two represent different approaches to different types of problems. The faculty and administration must play <u>both</u> roles, use <u>both</u> approaches. The real danger lies <u>not</u> in the two roles themselves, but in the possibility of confusing the two - or worse yet, not even attempting the role of colleague, while facilely placing the blame for this failure on the role of employer/employee.

As the community colleges move farther away from the secondary model, the role of the faculty <u>must</u> be enhanced. In fact, the state Master Plan Commission

has made recommendations to strengthen the concept of shared governance. Nevertheless, like every other historical realignment of rights and responsibilities, this change is not coming easily. As faculty become more assertive, administration becomes more unhappy, digging in its heels and refusing to budge, or perhaps giving in to the form of shared governance but not the function. As faculty moves toward a goal of collegiality, administration is likely to to view faculty's new assertiveness as "a power grab," while faculty may view administrative attitudes as being hierarchical and self-serving. Certainly joint committees of faculty and administration which are always chaired by administrators, or meetings set at times when most faculty are unable to attend, or meetings always held on administrators' paid time, but faculty's "free" time do not promote true collegiality.

At this point all should recognize that the California Community Colleges are at a crossroads. They have been and continue to be studies up one side and down the other, and within the year there will certainly be legislation that will have enormous impact on the profession. Moreover, in a time of limited resources and increased demand not only for accountability but also for a professionalized faculty, the approach taken to the issue of collegiality will be of central importance to what our colleges become. Chester Case, President of Los Medanos Community College, recently outlined three scenarios for the community college of the 1990s.[3]

The first instance Mr. Case calls Business as Usual, which he says is not much different from what is currently prevalent. There will be some teacher activists participating in governance by means of the collective bargaining unit or the academic senate, but there will be a strong adversarial presence

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[3]Chester Case, "Supporting Faculty Leadership for Change" om Renewing the American Community College, eds. Dale Tillery and William Deegan (San Francisco: Jossey-Bass, 1985), pp. 80-101.

in management-faculty relations. Teaching success will be measured not by student success, but by student numbers, and most teachers will feel little or no institutional loyalty.

Mr. Case's second outcome is even more bleak. He calls it, appropriately, the Neglect and Decline scenario. Here teachers are clearly not central to the teaching and learning transaction. Rather, they are poorly-paid human resources. Academic senates and committees will have atrophied, leaving unions as the only remaining means for faculty participation in governance. These bargaining units, however, are "dominated by faculty oligarchs who frequently move into management positions after a period of officership in the bargaining unit."[4]

Many colleges may be only a hop, skip and jump from this scenario now.

How might things get so bad? The main factor, according to Mr. Case, "would be the failure of college leadership, both faculty and management, to find common grounds for collective activity..."[5] In other words, the main cause of the neglect and decline of the community college will be the failure of collegiality.

Fortunately, there is a third choice, which Mr. Case calls the Proactive Adaptive scenario. In this version of the future, teachers participate in the full range of organizational processes in a substantive way, and the locus of the teachers' role has been shifted from the periphery to the centers of decision making and policy formation.

Somebody needs to bite the bullet.

While administrators are busily warding off the political push of the policy people, protecting their turf, filing their reports, managing their budgets, conducting their meetings, defending their positions, and finally, relating to their faculties, faculties go routinely about their business

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[4]Case, Ibid. p. 93.

[5]Case, Ibid. p. 94.

of teaching in an ambience of distrust, low morale, general discontent, and probably worst of all, poor collegial relationships. In short, the California community Colleges are foundering in a sea of confused pressures, wallowing in high winds of change which are impacting administrator-faculty relationships like never before.

A recent survey of a group of community college administrators and faculty drew the following comments regarding collegiality, its value, and its implications:

"Collegiality implies collectivity, cooperation, and courtesy. It is the sharing of knowledge and perspectives in order to arrive at common agreement regarding how the educational needs of our students are to be served."

"Collegiality implies shared trust, shared respect, a cooperative alliance and shared governance."

"Collegiality rests in the ability of administration and faculty to work together in a productive manner."

"It is the amicable working together of all segments of the community college."

"Collegiality is a cooperative relationship in which fidelity to the institution supersedes individual interests and is founded upon mutual respect and shared authority."

"It is a depersonalized, mutually beneficial problem solving mode."

"Collegiality is shared decision making, shared responsibility, cooperation, and efforts toward a common goal."

In addition the definitions and perceptions of collegiality, there was universal agreement that unless collegiality was or would become a part of the colleges' operational mode, they could never succeed in carrying out their

mission in a totally productive, efficient manner, and might not survive as the institutions that they were meant to be.

Among the comments made during the survey, the following are representative of the general attitudes expressed:

"Any institution that lacks collegiality is doomed to failure."

"Collegiality can, of course, co-exist and flourish with Collective Bargaining...the real heart of the institution revolves around professional and academic matters that are untouched, at lease directly, by the bargaining system."

"The interest and dedication that we bring to our jobs every day depend upon collegiality."

"Management and faculty must consider that the good will of the faculty is essential to the institution. Person to person contact is the best hope for problem solving...rigid administrative procedures are not conducive to collegial relationships."

"Administration needs to clearly define its internal operation and personnel...include an active exchange with other components of the college... cooperate and support other segments before the Governing Board."

Solutions offered by the respondents of the survey to the problem of reestablishing collegial relationships ranged from developing a process of informal get-togethers of administration, faculty, and staff, to a system of rotational administrative appointments which would therefore allow neither administration nor faculty to forget the importance of collegiality in the community college educational process.

In a paper presented by Leon Baradat in 1980 entitled "Collegiality and Academic Senates," Mr. Baradat expressed the following: "Nowhere in higher education is the gap between administrator and teacher greater than at the

community colleges;" and "administrators, developing authoritarian bureaucratic structures, have jealously husbanded power, denying a meaningful policy-making function to the faculty, thus detracting from the collegial model. Faculty have been too timid, or perhaps too lazy, to demand and assume their rightful role."[6] Mr. Baradat continues, "Ideally, the Academic Senate should become a second and equal advisory arm to the administration, helping the Governing Board select enlightened educational policy. As the faculty representative on academic and professional affairs, the Academic Senate should be central in educational policy. It should be the parent institution of committees dealing with educational policy, curriculum, scholarship, admissions, grading, graduation, articulation, and professional development. Similarly, faculty, through the Academic Senate should dominate accreditation teams and processes. All too often we find these committees dominated by administrators, that is, by non-teaching personnel."[7]

Clearly, Mr. Baradat presents a perspective representative of his position within the college structure, but the points which he made are as appropriate and valid today as they were six years ago.

Steven Diner, in a paper entitled "Faculty and its Discontents," reported that "administrators appear more and more willing to reverse faculty recommendations, arguing that collegial relationships among faculty do not always produce hard-nosed judgments, and that it is the job of administrators to ensure quality control."[8] Mr. Diner adds that tension is not inherently

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[6]Baradat, op.cit., p. 2.

[7]Baradat, Ibid., p. 4.

[8]Steven Diner, "Faculty and Its Discontents," an editorial written during his 1983 term of service as an ACE Fellow at George Mason University.

unhealthy, in referring to what he views as the continuing political competition between groups of faculty, and between faculty and the administration. This view, which seems to contrast a managerial relationship between faculty and administration with the faculty-to-faculty professional relationship implies a very narrow view of collegiality.

One of the most significant and powerful reports on faculty responsibility in the community colleges was made by Brian Murphy, Chief Consultant to Assemblyman John Vasconcellos' Joint Committee for the Review of the Master Plan, at a statewide community college faculty meeting. Mr. Murphy stated "My fundamental impulse is that the faculty should have collegial control over everything: admissions, curriculum, course design, hiring, firing, tenure. From my own personal perspective probably the best administered university in the United States is Evergreen State University, in which there are two or three standing bureaucrats, the President, I believe, and a financial officer. Every other administrator is a member of the faculty rotating in and out of an administrative position. You don't get to be an administrator unless you are a faculty member, and you don't get to stay an administrator. You don't get to be a faculty member unless you're an administrator once every few years."[9] Mr. Murphy's position seems to be consistent with that of the Commission for the Review of the Master Plan of Higher Education and its recommendations for more faculty involvement.

But what of the administrator. Is s/he the villain in this piece, or the innocent recipient of the effects of a changing tide brought on by the winter of the faculty's discontent? Could it be that Collective Bargaining has forever cast the pall of permanent philosophical dichotomy on collegial

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[9]Brian Murphy, reported in the Foothill-DeAnza Faculty Association News, vol. X, No. 7 (April 28, 1986) p. 1.

relationships? No, evidence to the contrary does not support this concept. Is it the aftermath of Proposition 13 that has forced administrative decisions uncharacteristic of the altruistic nature of educators? Perhaps. But these may be shared in a collegial mode. Perhaps it is the natural outcome of a State system that has not yet sorted out the mixed legislative (political) signals that flow unevenly and in all directions that has added to the image of administrative ineffectiveness. Regardless, it is time to marshall the forces and get back to doing what we know best, educating our students. We must do it in an environment that is the result of our own actions, and we submit that one of the most important aspects of this change is that of collegiality.

Collegiality is the one component of the community college as an institution which cannot be bought, negotiated, appropriated, or arbitrarily established. It needs to be earned through a mutually beneficial process of recognition of professional commitment, integrity, honesty and dedication on the part of individuals at all levels of the professional educators spectrum. In order for it to flourish, it requires cooperative support and a broad understanding of the interdependence of segments in achieving common goals.

Collegiality can co-exist and even be complemented by collective bargaining. Where the one is an open-ended, continually functioning, academically comprehensive activity, the other is a closed-end process, specifically oriented, carefully delineated, generally mutually beneficial, and by definition, adversarial in nature. Neither of these processes is mutually exclusive and each is essential to the stability of the community colleges' functions.

The problems that have developed in faculty-administrative relationships cannot be laid at a single doorstep. To find a scapegoat would be a simple solution but, unfortunately, a temporary measure which would not provide the cure to what ails us. What is needed is a careful review and analysis of the data available.

Some of the useful data may be found in this and similar reports which deal in the basic issues related to the problem; however, there is a wealth of information contained in the day-to-day operations of any community college in the State, information simply waiting to be cooperatively gleaned and processed through a procedure which in itself could initiate collegial activity.

For example, a recent administrative institute at one of the colleges had as its invited guests two academic senate presidents. Each was invited to make a presentation to the assembled administrators in what appeared to be a keynote function for the day's activities. This was indeed a noble gesture and a giant step in the direction of collegiality. Unfortunately, the form of the effort was not subtantiated by the substance.

The presentations made by the academic senate presidents were well thought out. Among the points that were made in terms of shoring up sagging administrator-faculty relationships were the following:

"...Accept the definition of colleague as a working definition for each other. Colleague - an associate or co-worker typically in a profession or a civil or ecclesiastical office and often of similar rank or state. Marked by power and authority vested equally in each of a number of colleagues - and, to enter into an alliance; cooperate, conspire."

".....If there is one single problem that could be identified as the one which has caused the greatest amount of problems between faculty and administration and which continues to cause them, it is process."

"...In many cases, faculty service has been invited on committees simply so that their presence might be noted. Is it better then to remain on such committees and attempt meangful impact, or withdraw?"

"...We are an educational institution, and we do not have a profit and loss statement as businesses do at the end of the year. Please don't impose the business model on us."

"...We are a community of scholars. Treat us with the respect due us as members of an honorable profession. Consult with us. Be sensitive to our feelings, and solicit our views on important educational issues."

"...The faculty is the very heart of the institution. A college may or may not have state of the art technology and equipment, may or may not have modern classrooms and buildings, may or may not have a large administrative support staff, and it can still be a college. But without a faculty it is nothing."

"...We have to do away with the us/them mentality in considering faculty/administration relationships."

"...Not many faculty members feel that the concept of shared authority describes the reality of their own situation."

"...We measure ourselves in terms of ADA instead of in terms of student learning, and then have the nerve to call that productivity."

"...The dream I have is that one day faculty and administration will treat each other honestly and with mutual respect, that one day we will put the needs of our students before any other need and the needs of our faculty second to that, that one day faculty and administration will join hands and work together to build the strong community college that our students deserve."[10]

An astute administration might have capitalized on this opportunity to reestablish collegial relationships by the simple expediency of hearing what was being said and responding in a meaningful way. Such a response might have opened doors to new and better times for both faculty and administration.

Alas, the opportunity was lost when nothing was done to take advantage of this opening gambit. A chance was lost forever.

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[10]Excerpted from presentations made by Jo Ann Hendricks and Randi Slaughter on behalf of the Academic Senates of City College of San Francisco and San Francisco Community College Centers, Administrative Professional Development Institute, May 9, 1986.

If the tide of deteriorating relationships is ever to be stemmed, it is up to each of us in a position to do so not to lose opportunities to bring people together. If we are ever to achieve the collegial ideal of shared authority among colleagues, we need to join together now on issues of common concern, develop mutual trust, reaffirm a commitment and dedication to our profession, encourage cooperative effort, practice participatory governance, share decision making, develop and maintain professional integrity, and assume equal shares of responsibility.

We understand the problem. We know the answers. Can we implement them? Someone must bite the bullet. Someone must begin the rebuilding process. Someone must take the first step - or perhaps both administration and faculty should take a step toward each other at the same time. Let's not suffer the ultimate curse of being a passenger on a large ship, knowing that the ship is going to sink, knowing precisely what to do to prevent it, and realizing that no one will listen.

Broussal/Slaughter
CACC
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COLLEGIALITY AND COLLECTIVE BARGAINING

25 Suggestions for Renewal

1. Understand that Collegiality cannot be implemented nor can it exist without joint faculty/administration planning.

2. Remember that communications are of utmost importance; keep colleagues fully informed at all levels.

3. Implement shared governance, and conjunctively, shared accountability. Abdication of administrative perogative should not be inferred from joint responsibility.

4. Share decision making; encourage involvement in the Process.

5. Employ form, function and especially substance in a participatory governance structure.

6. Allow collegial relationships to obscure lines of administrative authority without nullifying or destroying them.

7. Agree to disagree, if necessary, but respect each other's positions on professional matters. Healthy disagreement is, in fact, an important ingredient of the collegial model.

8. Recognize that administrative autocracy is passé and that academic freedom must be used judiciously.

9. Discard the outdated concept which states that "administrators must govern and faculty must teach" as an absolute.

10. Learn specifically what Collective Bargaining is mandated to deal with, and exclude such matters from collegial relationships.

11. Recognize that collective bargaining agents are acting on behalf of, and in the best interests of both faculty and administration; and such efforts should be supported outside of collegial relationships.

12. Collective Bargaining, under ideal circumstances, may actually foster collegial relationships.

13. Leave the hierarchical employer/employee adversarial tone of negotiations at the collective bargaining table. In other faculty-administration joint projects they should work as equals.

14. Don't let negative fiscal considerations adversely impact collegial relationships.

15. Subsume individual interests within the broader spectrum of institutional goals and objectives.

16. Focus on student-needs as priority 1, and determine how best to fulfill them through cooperative effort.

17. View the institution as an educational community, its faculty as people first, professionals second, and as human resources only under extraordinary circumstances.

18. View administrators as facilitators, supporters, leaders and as managers only when management is required for specific matters, particularly in the non-academic areas.

19. Avoid or clarify ambiguity in all matters.

20. Recognize and accept the fact of individual differences within the academic community.

21. Add sensitivity to your modus-operandi if it is not already an integral part thereof.

22. Earn trust rather than demand it.

23. Nurture integrity through consistent professionally-responsible behavior.

24. Do not equate levels of professional responsibility with a stratification of prestige.

25. (add your own)

Concluding Thought

Leadership is one of the keys to the sucess of the collegial model. This implies a significant role for those who lead, guide, or show the way in advance. This, in opposition to the manager who directs, exerts control over, or makes subordinates submissive to his/her authority. To remain a viable part of the institution which it serves, collegiality must be the result of a conscious joint faculty/administration professional effort to attain cooperatively set institutional goals. The characteristics of this effort should clearly identify responsibility, leadership, support, resources and anticipated outcomes as agreed upon through a process of joint planning.

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